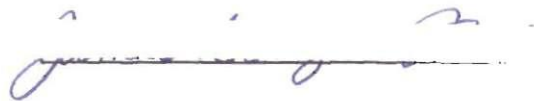


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A handwritten signature in blue ink, appearing to read "James H. ...", written over a horizontal line.

7/25/68

MINIMIZING THE DETRIMENTAL EFFECTS OF
COMMERCIAL ENTERTAINMENT PARK DEVELOPMENT

A THESIS

Presented to
The Faculty of the Graduate Division

by

James Douglas Parks

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MINIMIZING THE DETRIMENTAL EFFECTS OF
COMMERCIAL ENTERTAINMENT PARK DEVELOPMENT

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TABLE OF CONTENTS

| | Page |
|-----------------------------------------------------------------|------|
| ACKNOWLEDGMENTS | ii |
| LIST OF ILLUSTRATIONS | iv |
| SUMMARY | v |
| Chapter | |
| I. INTRODUCTION. | 1 |
| II. DESCRIPTION OF SEVERAL COMMERCIAL ENTERTAINMENT PARKS . . . | 5 |
| Disneyland of Anaheim, California | |
| Six Flags Over Texas of Arlington, Texas | |
| Six Flags Over Georgia of Atlanta, Georgia | |
| Disney World of Orlando, Florida | |
| Disney's Mineral King Valley of California | |
| Freedomland of New York City | |
| III. DISNEYLAND CASE STUDY | 21 |
| Traffic | |
| Livability of Adjacent Areas | |
| Property Values | |
| Adequacy of Municipal Services, Planning and Zoning | |
| Disadvantages of Commercial Location Near Disneyland | |
| IV. REGULATORY TECHNIQUES FOR MINIMIZING DETRIMENTAL EFFECTS. . | 32 |
| A Basis for Special Treatment of the Commercial | |
| Entertainment Park | |
| Location | |
| Traffic | |
| Nuisances | |
| Regulation of Related Uses | |
| A Land Use Buffer | |
| V. CONCLUSIONS | 46 |
| APPENDIX. | |
| BIBLIOGRAPHY. | |

LIST OF ILLUSTRATIONS

| Figure | Page |
|--------------------------------------------------|------|
| 1. Disneyland Location Map | 7 |
| 2. Six Flags Over Texas Location Map | 9 |
| 3. Six Flags Over Georgia Location Map | 11 |
| 4. Disney World Location Map | 13 |
| 5. Mineral King Location Map | 16 |
| 6. Disneyland Area Land Use | 23 |

SUMMARY

The commercial entertainment park is a new and more elaborate version of the traditional amusement park, and a major source of economic benefits for the community in which it is located. However, in obtaining the benefits, local government must cope with numerous problems which tend to be characteristic of the commercial entertainment park wherever found.

There are three existing parks selected for consideration in this thesis. Of these, Disneyland is the best known. Two other parks are presently under construction, and more are likely to be developed in the not-too-distant future.

The economic benefits which can be realized by the host community fall into four major categories: (1) tourist expenditures; (2) expenditures made by the park in the local area; (3) expanded tax base; and (4) increased employment opportunities.

The term detrimental effect may be defined as a factor which tends to detract from the overall desirability of the area adjacent to a commercial entertainment park. Disneyland was chosen for case study to determine the detrimental effects. The effects, as derived from the results of the case study are primarily the adverse influences of noise, glare, and traffic congestion.

In order to minimize the detrimental effects of commercial entertainment park development, special regulatory treatment is required. Whether the commercial entertainment park may be singled out for special

treatment depends upon the soundness of the rationale used by local government to justify special treatment. The unique nature of the activity associated with the commercial entertainment park, when viewed in light of the expanding police power function of government, indicates that the courts will approve the planning techniques necessary to minimize detrimental effects.

Many detrimental effects may be minimized through proper location planning. Regulation of location may be accomplished through the use of the conditional use permit or the planned commercial entertainment park district. The planned commercial entertainment park district is the more advantageous of the two. The assets of the district method are: (1) each proposed location may be assessed with emphasis upon compatibility with the land use pattern, the capacities and adaptability of existing major thoroughfares, and the effect upon livability of adjacent areas; and (2) the size of the district, because of its unmapped nature, may be adjusted to conform to the scope of the commercial entertainment park to be developed.

Protection against heavy traffic volumes and congestion should begin with a traffic study conducted to determine what dedications and improvements will be necessary. Specific provisions concerning traffic should not be included in the zoning ordinance. The ordinance requirements should be kept general and should refer to the traffic study for the actual improvements to be required of the developer.

The nuisances of noise and glare should play an important part in land-use regulation of the commercial entertainment park. Screening buffer requirements and specific regulations concerning lighting and

noise are the techniques by which the effects of noise and glare may be minimized.

Serious detrimental effects may be created by the land uses which tend to locate in the area surrounding the commercial entertainment park. A special tourist-recreation district offers an effective alternative to typical zoning control of the related uses.

The land use buffer may be used to separate nearby residential properties from the detrimental effects of the commercial entertainment park area. The separation may be accomplished through transition zoning or by establishing special districts of intermediate intensity between the tourist-recreation district and the residential zones.

CHAPTER I

INTRODUCTION

The amusement park industry has undergone a considerable amount of change during the past fifteen years. Three major trends are characteristic of this change. The trends are as follows: (1) the overall increase in attendance figures recorded by the amusement park industry as a whole; (2) the closing down of many traditional amusement facilities; and (3) the emergence of an entirely new and more elaborate type of amusement park—the commercial entertainment park.

Amusement Business, a trade publication, reports that the year 1968 stands as a banner year for amusement park attendance. Total patronage for 1968 exceeded 381 million persons (1).

The 381 million visitors were shared among the many traditional amusement parks and the relatively new, more involved commercial entertainment parks. New Jersey's Palisades Park is probably the best known of the traditional amusement facilities, and California's Disneyland represents the most widely known commercial entertainment park.

Although overall attendance figures are higher than ever, several traditional parks have discontinued operations in the past few years. Among these are the familiar names of New Jersey's Olympic Park, Baltimore's Bay Shore Park, Connecticut's Savin Rock and even Coney Island's famed Steeplechase Park (2). Also, the commercial entertainment parks are not immune to failure, as witnessed by the failure of New York City's

Freedomland, a multi-million-dollar "Disneyland-like" theme park.

Critics believe the unsuccessful traditional parks to have failed because they were out of touch with the times. That is, the parks' developers were not cognizant of the American citizen's changing tastes in outdoor amusement. Angus Wynne and the late Walt Disney have attempted, in their parks, to present the public with something more compatible with today's outdoor recreation needs.

The commercial entertainment park concept was developed by Walt Disney as a protest to what he termed the "unpleasant family atmosphere of the average amusement park." Mr. Disney believed that there should be some type of amusement facility providing a "family" brand of entertainment—a place that both adults and children may enjoy (3).

Twenty years after he conceived the idea, Walt Disney opened Disneyland in July of 1955. Since that date over 70 million patrons have affirmed the demand of the American people for family entertainment (4).

The other major proponent of the commercial entertainment park concept is Angus Wynne, president of the Great Southwest Corporation. Great Southwest is primarily interested in developing industrial real estate, but the corporation has found the "Six Flags" parks to be excellent auxiliary enterprises (5). The company presently operates Six Flags over Texas and Six Flags over Georgia—both parks planned in conjunction with large industrial real estate developments.

Large scale enterprises, like the Disney and Great Southwest facilities, have major impacts upon their host communities. Indeed, the parks are almost cities themselves. For example, Disneyland has a day-time population of 26,000, and, to serve the population, operates trains,

buses, streetcars, boats, and a monorail system (6).

The commercial entertainment park is an important subject of interest in the field of city planning because of the vast economic benefits accruing to the community as a result of the introduction of the park. Almost every segment of the community's economy either directly or indirectly benefits.

The central driving force behind the economic impact of the commercial entertainment park is the impetus given to the "family" tourist-recreation industry. Facilities like Disneyland and Six Flags make the family tourist dollar much easier to attract; and, dependent upon the particular community's service sector, the tourist dollar, or new money, has a great economic velocity, and a multiplier effect upon the economic base.

The commercial entertainment park is a major employer. Large parks, which may host in excess of 20,000 persons per day, in order to serve their patrons, employ as many as 5000 persons during the peak of the season (7).

The commercial entertainment park acts as a drawing card in its ability to attract other enterprises. Businesses which are complementary to large amusement attractions choose to locate nearby.

There are three more advantages experienced by the host community. First, the community benefits from the local construction expenditures for periodic park expansions. Second, businesses profit from the money spent locally for various items needed by the park—to illustrate, Disneyland's yearly expenditures for local purchases average in excess of \$20 million (8). Third, the commercial entertainment park is one of the

community's major taxpayers.

Aside from the considerable economic benefits mentioned in the preceding paragraphs, the development of a major commercial entertainment park is accompanied by many potential detrimental effects; factors decreasing the desirability of the surrounding area. Glaring lights, loud noise, crowds at night, and traffic congestion are examples of detrimental effects.

The objectives of this thesis are: (1) to describe several existing commercial entertainment parks; (2) to study the detrimental effects; and (3) to discuss the regulatory techniques that may be used by local government in planning to minimize the detrimental effects.

CHAPTER II
DESCRIPTION OF SEVERAL
COMMERCIAL ENTERTAINMENT PARKS

Each of the three existing commercial entertainment parks, the only financially unsuccessful park, and the two new facilities presently being developed are to be described in this chapter. This presentation is to serve as background material for the discussion set forth in Chapters Three and Four.

Of the existing parks to be described in this chapter, Disneyland is the only facility which is solely a commercial entertainment park. The chapter will depict the unprecedented successes of the Disney and Six Flags parks which have set a new pattern of growth for the amusement park business. The other existing facilities are operated in conjunction with large industrial real estate developments. Disneyland is also the only existing park to be located in close proximity to major urban concentrations. Because of the significant standing of the Disney facility, it has been chosen as the subject for more detailed study beyond the descriptive information presented in this chapter. A case study to determine the detrimental effects of Disneyland is presented as Chapter Three of this thesis.

Disneyland of Anaheim, California

Disneyland was opened July 15, 1955, after twenty years of planning and construction. The Yale Architecture Journal called it "the most important single piece of construction in the west in the past several decades" (9). (See Figure 1.)

The park occupies a 230-acre site, most of which is utilized by the theme park—the Magic Kingdom. Disney Productions will have invested \$100 million in the project's 50 major attractions by the end of 1970 (10).

The Magic Kingdom is composed of six major areas: Main Street, USA; Adventureland; New Orleans Square; Frontierland; Fantasyland; and Tomorrowland. Each area contains various adventures, attractions, shops and restaurants (11).

In Main Street, USA, an attempt has been made to capture the atmosphere of a small town at the turn of the century. The objective is to depict the United States during its transition to new discoveries like the electric lamp and the horseless carriage.

Adventureland is dedicated to the spirit of adventure. The setting is an exotic, tropical combination of living plants and lifelike animals. A true-to-life safari takes visitors down winding rivers through re-creations of the Amazon rain forest, the Belgian Congo, and the rapids of the Nile.

New Orleans Square is located at the bend of a river along which a Mississippi stern-wheeler navigates. Flower marts, streets, courtyards, and quaint coffee shops offer treasures from all over the world. The architecture is that of New Orleans in the 1850's.

In Frontierland, the theme is the pioneering spirit of frontier America. Visitors may ride mules, help Indians paddle canoes along the Rivers of America, or see the floor show at the Golden Horseshoe Saloon.

Fantasyland brings to life three classic stories of everyone's youth. Youngsters of all ages may journey with Snow White through the dark forest to the diamond mine of the Seven Dwarfs; flee the grasp of

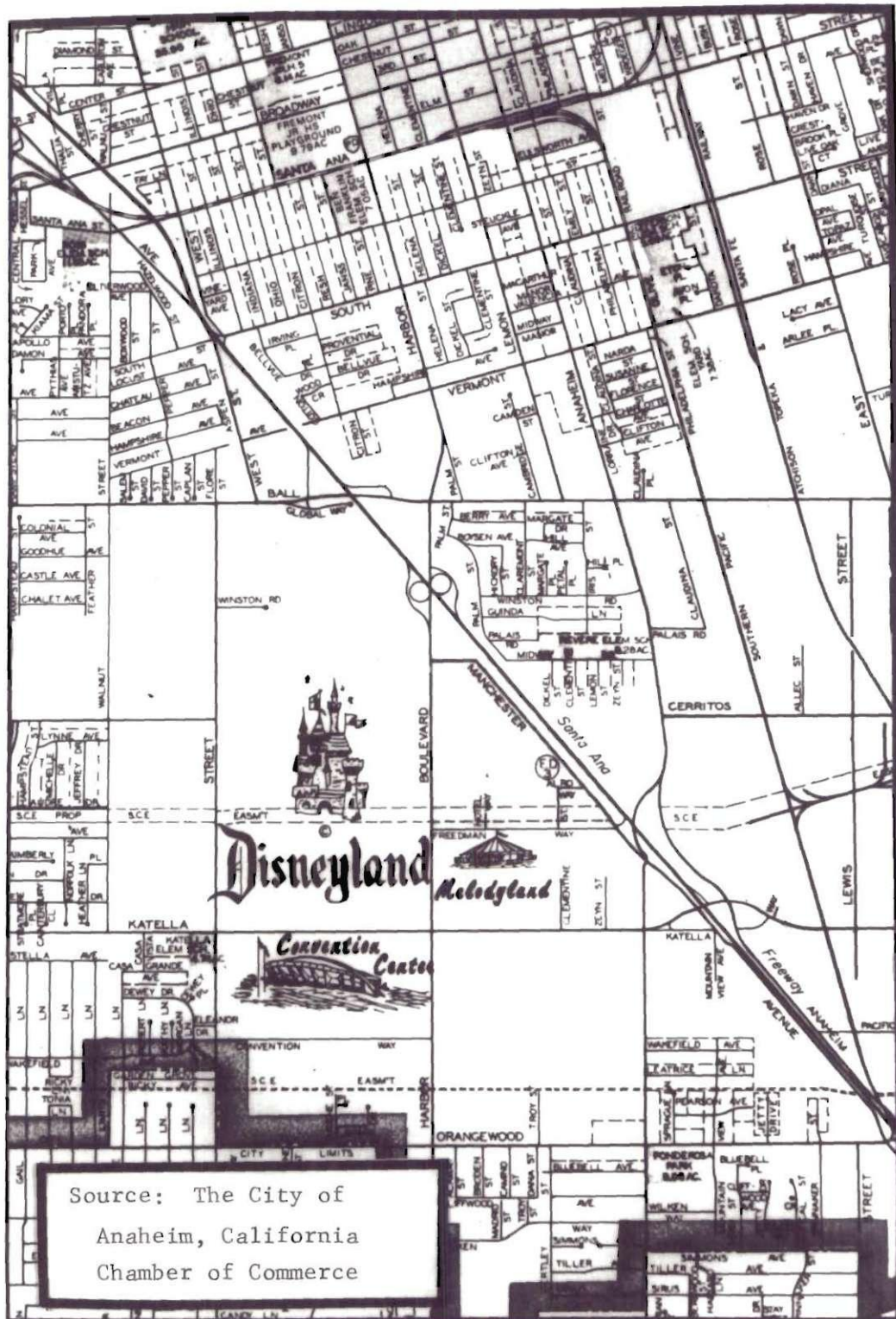


Figure 1. Disneyland Location Map

Captain Hook with Peter Pan; and race with Mr. Toad through the streets of London.

Tomorrowland envisions the scientific advances that will benefit generations to come. A monorail system, a rocket ship to the moon, and the safest super highway in the world are the attractions previewing the world of tomorrow.

Aside from the motive of returning a profit on his investment, Walt Disney's purpose in creating Disneyland was to provide a major regional amusement park capable of entertaining both parents and children in an atmosphere in which they would like to be together and have fun together.

Besides performing a family recreation function, Disneyland also serves as a corporate advertising medium. Thirty companies are represented in a somewhat personalized manner of corporate advertising (12).

In 1955, Disneyland offered 22 major attractions representing a capital investment of \$17 million (13). Since 1955, the number of attractions has been more than doubled, and the capital investment now exceeds five times the original figure (14). Presently, the total investment is the largest private investment ever made in the field of recreation-entertainment (15).

Six Flags Over Texas of Arlington, Texas

Six Flags Over Texas in Arlington, located between Dallas and Fort Worth, was opened in 1961. Great Southwest Corporation operates Six Flags in association with a large industrial park. (See Figure 2.)

Six Flags Over Texas and the Great Southwest Industrial Park, together, occupy 7100 acres (16). The commercial entertainment park, on

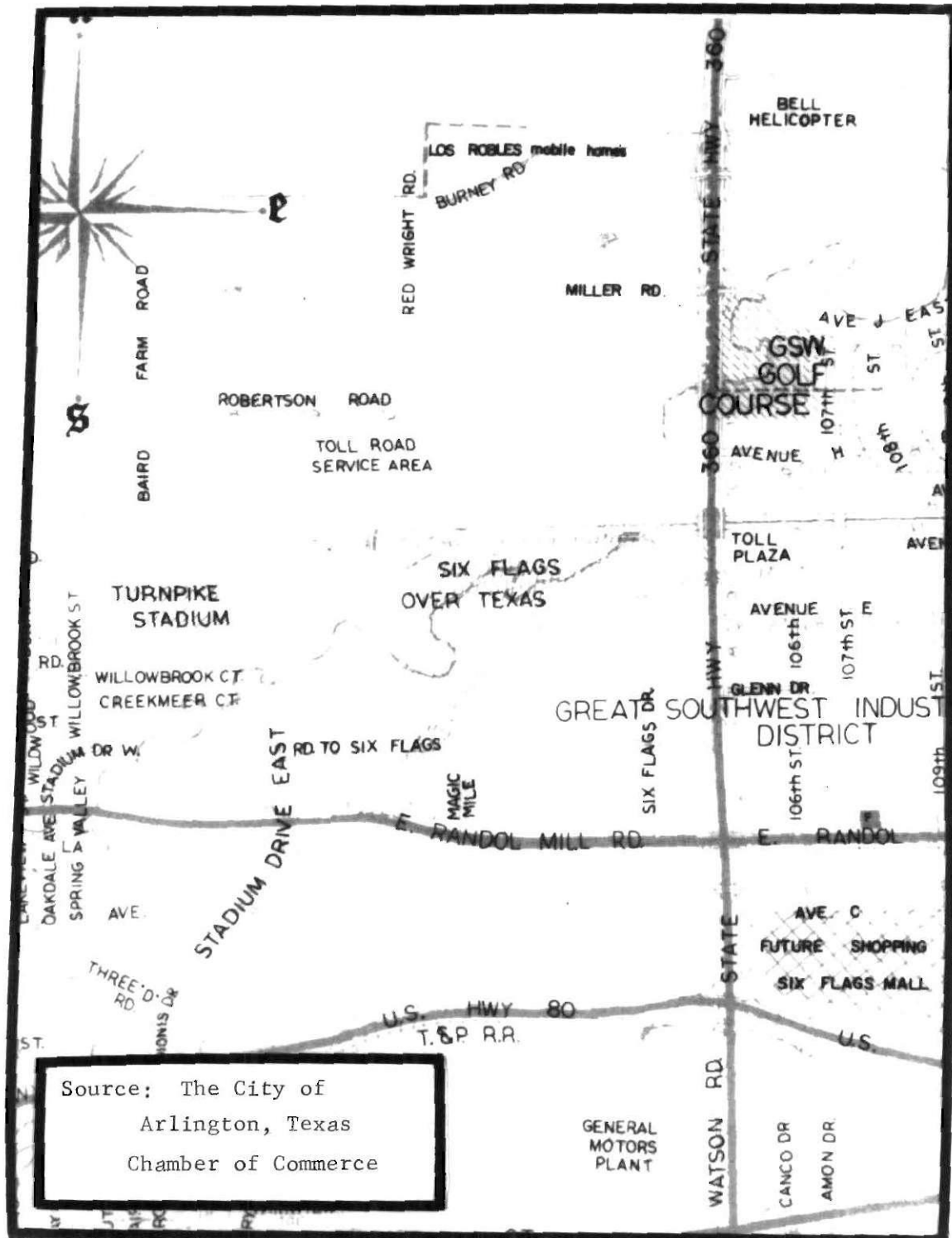


Figure 2. Six Flags Over Texas Location Map

a 300-acre site, offers 75 major rides, shows, adventures, and attractions (17). Great Southwest has invested approximately \$12 million in the entertainment portion of the development (18).

The Great Southwest Corporation's prime interest is the development of industrial real estate. The recreation business serves to publicize the entire development and to allow the corporation to maintain large inventories of real estate without excessive interest and tax charges. Angus Wynne, president of Great Southwest, has stated that the park's central purpose is to initiate cash flow that will constitute a major economic gain in itself, and will stimulate even greater gains by the industrial park (19).

Six Flags is the number one tourist attraction in Texas, and attendance figures are increasing each year (20). In order to care for the increased patronage more efficiently, the entertainment park is being enlarged. It is the policy of Six Flags management never to allow the park to become inadequate to meet the demands of the public.

Six Flags Over Georgia of Atlanta, Georgia

After studying potential sites in Texas, California, Illinois, and along the east coast, the Great Southwest Corporation chose Atlanta. Angus Wynne explained, "Atlanta has the fastest growing industrial base in the nation, and Georgia is second only to Florida in the number of tourists visiting annually" (21). Atlanta's market potential offered another advantage—within 300 miles of Atlanta there are 20 million people, compared to 12 million people within 300 miles of the Dallas-Fort Worth area (22). (See Figure 3.)

Of the 276 acres set aside for the commercial entertainment

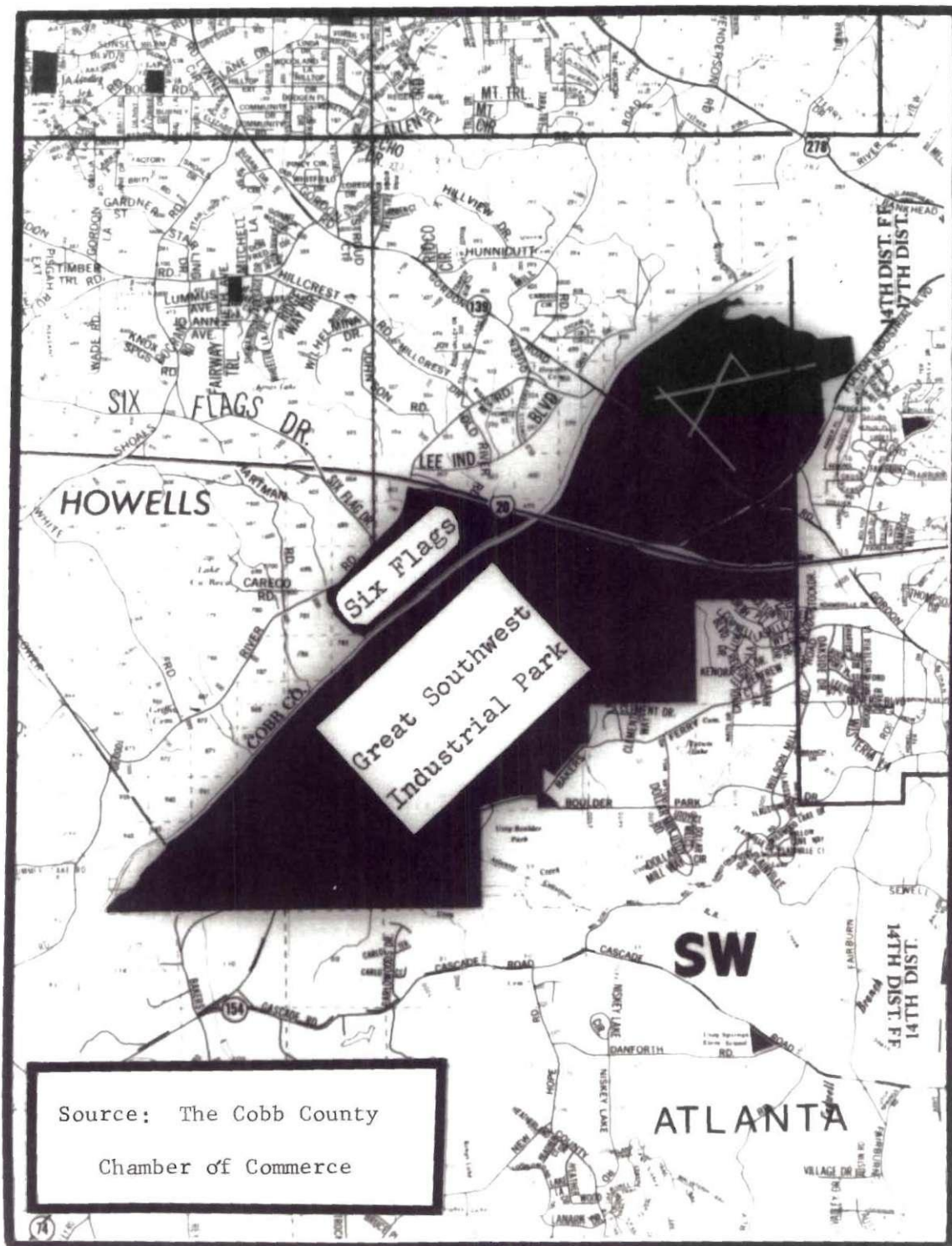


Figure 3. Six Flags Over Georgia Location Map

park, 150 acres is developed. One million guests visited the park's 75 attractions during the first season of operation (23).

Great Southwest Corporation's objective in Atlanta, as in Texas, is the long range appreciation to be gained in the values of the industrial land that it develops. The purpose of the park is to initiate and maintain a cash flow that will constitute a major economic gain—a cash flow that may be borrowed against to subsidize the industrial park's development (24). Leased exhibit space for industrial and product exhibits, in which major businesses of the United States are able to present their products and services to a large captive audience, gives Six Flags the added purpose of serving as an advertising medium.

As predicted by the Great Southwest analysts, the market for the commercial entertainment park brand of recreation in Georgia is extensive. Mid-way through the summer of the park's first year of operation, the yearly attendance record of the Texas park had been surpassed. The one million visitors to the Atlanta park during its first year of operation and the two million visitors during the second season have prompted Six Flags management to launch an expansion campaign, which involves an investment of \$2 million in new rides and attractions (25).

Disney World of Orlando, Florida

Disney World is intended to raise the entertainment concept created by Walt Disney to an even higher standard of performance. The development will contain a theme park similar to Disneyland, an industrial park as in the Six Flags facilities, and even a jet airport; but, by far the most important innovation will be an "experimental community of tomorrow," or EPCOT as it is called by the Disney people (26). EPCOT will attempt to

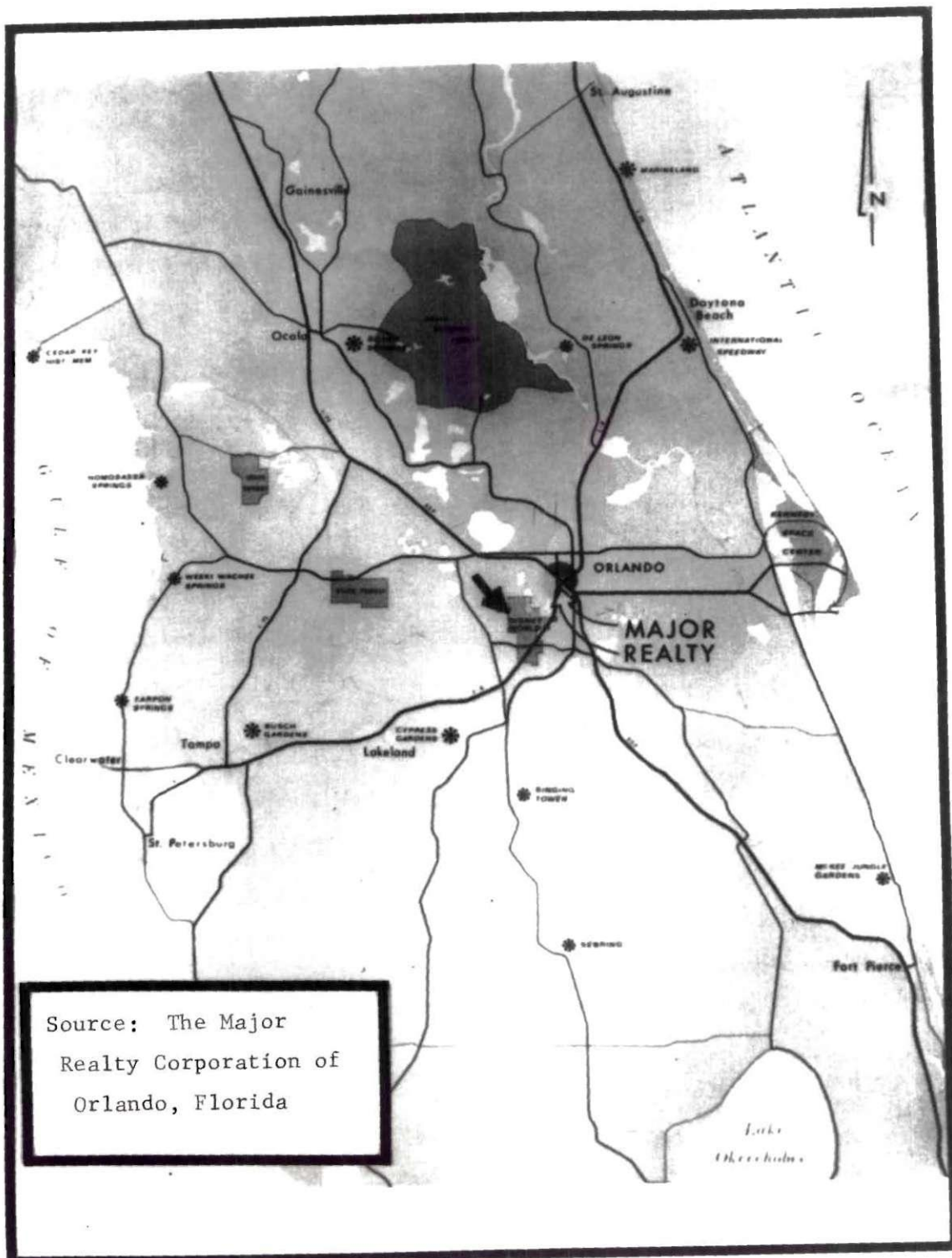


Figure 4. Disney World Location Map

combine the creative imagination and technical know-how of Disney Productions and American private industry to influence the quality of urban life. (See Figure 4.)

Disney World will contain features similar to both Disneyland and the two Six Flags facilities, but there will be many modifications and innovations. The theme park portion will represent an investment of \$100 million, only a small fraction of the entire project cost (27).

The theme park will be quite similar to the existing California park, plus extensive additional investment in supporting companion attractions. There will be championship golf courses, tennis courts, horseback riding areas, water sports areas, and a series of hotels and motels for the visitors to the development. The theme park alone will represent five times the land area of the Anaheim park (28).

The 100-acre industrial complex will be an "industrial showcase," not a typical industrial park. It will be a place for tourists to visit industrial laboratories and information centers in attractive settings—settings designed to promote a better corporate image. Worthwhile research into private industry's solution of urban problems will be the central focus of the industrial section.

The objective of the airport and air terminal is to serve the residents and visitors to the development, while at the same time testing innovations in passenger, baggage, and cargo handling. It will, in essence, be a prototype airport of the future able to give excellent service to the many private and commercial aircraft which may choose to utilize the facility (29).

An entrance-transportation complex will be responsible for

distributing visitors and residents to their destinations. A rapid transit terminal, located at the entrance area, will allow quick, efficient, mass transit service to all areas of the property.

Disney World's most unusual feature will be the Experimental Community of Tomorrow, or EPCOT. The feature addresses itself to the premise that many problems of our cities can be solved through proper master planning. EPCOT will project urban life 25 years in advance, and will serve as a model by which other cities may be patterned. The community will be constructed on a radial plan format. The center, or hub, of the project will be a commercial area and transportation center. Radiating outward from this center will be rapid transit routes leading to high density residential areas, low density neighborhoods, and the industrial complex (30).

The purpose of Walt Disney Productions in carrying out the Disney World project is to combine imagination with technology to produce a completely unprecedented urban environment—not only a new town, but a new town with features 25 years ahead of its time. The development will serve to demonstrate the potential role of private industry in solving urban problems, and at the same time, will serve as a highly entertaining tourist attraction.

Disney's Mineral King Valley of California

"High in California's Sierra Nevadas nestles a small alpine valley, ringed by bold and snowy peaks," says the New York Times of the Mineral King Valley. For the valley, Walt Disney Productions plans a \$35.3 million "winter wonderland" variation on the commercial entertainment

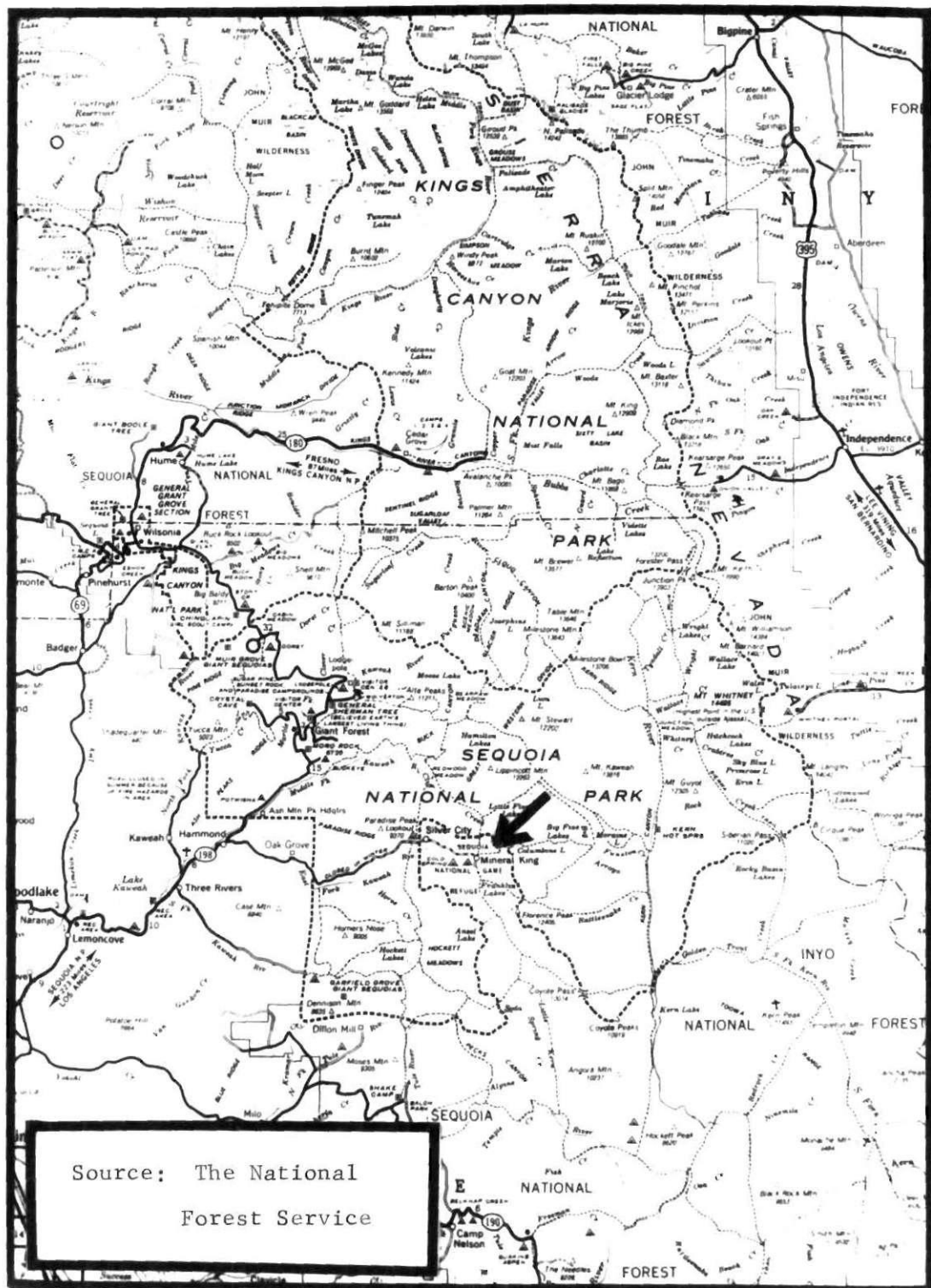


Figure 5. Mineral King Location Map

park theme. The development, although approved by state and Federal sources for public recreation use, has a lawsuit pending at the present time (31). (See Figure 5,)

The plaintiffs in the law suit are the Sierra Club and other conservationist groups. The co-defendants are: Department of Agriculture Secretary Clifford Hardin; Interior Secretary Walter Hickel; Sequoia National Park Superintendent John McLaughlin; Regional Forester J. W. Deinema; and Sequoia National Forest Supervisor M. R. James.

At Mineral King, Walt Disney Productions plans a year-round resort capable of accommodating skiers in winter and hikers, swimmers, fishermen and campers during the rest of the year. Based on the theme of an alpine village, hotels and restaurants are to be constructed on the valley floor. The resort's overnight capacity will be 3300 guests. Twenty-two ski lifts will be available to transport skiers to the ski slopes located 3000 and 4000 feet above the valley floor. The slopes are to be capable of allowing 8000 skiers their use at a single time. Skating rinks, horse corrals, theaters, and a five-acre sublevel parking structure are among the other elements of the master plan (32).

The original schedule, although delayed by the court action, calls for rapid construction. A twenty-mile access road, to be furnished by the State of California was scheduled for construction in early 1970. By December 1973, the Disney staff hoped to receive the first visitors. The park was slated for completion during 1978 (33).

Prospects for success of the development are great because the ski areas presently serving Southern California are much farther away and are overcrowded. Mineral King is located only 340 miles from Los Angeles, six

driving hours away. Any one of the five ski bowls marked for development is larger than the total ski surface of either Mammoth Mountain or Squaw Valley, two major California ski resorts currently in operation (34).

The development coalition of Disney enterprises, the Forest Service, and the State of California expect a highly profitable return from the venture. The Forest Service will receive from the operation an estimated \$300,000 during the first year, which will graduate to \$600,000 by the fifth year (35). The State of California expects to profit by the development's economic impact upon nearby communities.

Freedomland of New York City

Freedomland, located in the east Bronx section of New York City, opened June 19, 1960. It was called by its creators the world's largest outdoor, theme-type entertainment center. The facility is the only failure of the commercial entertainment parks under consideration.

The park covered 205 acres. Included within this area were the entertainment-educational area and parking for 10,000 cars. The unique feature of the park was its layout, a miniaturized geographical replica of the United States. The capacity of the facility approached 90,000 visitors per day, or 32,000 at a single time (36).

The park's theme featured a combined approach of entertainment and education. Central in the theme was an attempt to bring back to life many of the peak moments of United States history. Thirty-one unusual rides and attractions, plus thirty-three shows and entertainment features contributed to the park's theme (37).

Freedomland's investors spent over \$65 million in planning and construction money. The funds were raised by sale of stock to the public,

and from fees charged exhibitors (38).

In American Heritage Magazine, C. V. Wood, Jr., the creator of Freedomland stated that his purpose was "to offer visitors a giant slate of assorted wholesome fun, integrated around a theme, an imaginative combination of private enterprise, show business, design creativity, and mass education through entertainment. In building this world's champion outdoor entertainment park, I told my design staff I wanted to tell the whole American story in one vast area shaped like the nation's map and segmented into regions. We came up with 500 thrilling American themes, discussed and discarded until we had the top fourteen major stories now in the park, some of them with four or five separate attractions. This is our way of dramatizing the American heritage" (39).

Mr. Wood and his staff felt the park would approach the financial success of Disneyland in California; however, the project was a failure from the financial standpoint. At the end of the first year's operation, the facility had lost approximately \$5 million (40). Efforts were made to make the park more appealing; however, the renovations were not successful.

Admissions receipts continued to decline, and on July 1, 1964, the New York Times reported: "Webb and Knapp transfers 60% interest in International Recreation Corporation and its wholly owned subsidiary, Freedomland, to National Development Corporation." Filing of the petition for bankruptcy was reported by the Times on September 16, 1964. On February 10, 1965, the Times reported that the park was in bankruptcy.

Three reasons, although somewhat speculative, may be given for the failure: (1) the east Bronx location's inconvenience to the family entertainment market; (2) the intensity of existing competition for the tourist

dollar in New York; and (3) a climate limiting the demand for primarily outdoor recreation. (Note: A suitable location map of Freedomland was not available for publication in this thesis.)

CHAPTER III

DISNEYLAND CASE STUDY

The purpose of Chapter III is to determine the detrimental effects of commercial entertainment parks and their related uses. Detrimental effects are those factors which tend to detract from the desirability of the area. In order to accomplish this purpose, a survey has been conducted. Disneyland in Anaheim, California, was chosen for detailed study because it has been in existence long enough for the influences to become cognizable, and because it is a pure commercial entertainment park, having no accompanying industrial real estate development. (See Figure 6.)

Utilizing a mail survey technique and base data supplied by a business directory, questions were asked of residents, commercial establishment proprietors, and the local city planning department. One hundred sixty-two area residents, living within a one-mile radius of Disneyland, were contacted and asked questions concerning the desirability of maintaining a residence near a commercial entertainment park. Thirty-four commercial establishment proprietors within a one-half-mile radius of Disneyland were contacted and asked questions concerning the types of detrimental effects which they encountered. A spokesman for the Anaheim Development Services Department was then asked to comment upon the answers given by local residents and businessmen.

The questions posed (see the Appendix) were directed toward eliciting objective "yes" or "no" answers plus short statements as to the reasoning behind the answers. However, those replying to the survey

found it very difficult to categorize their answers as "yes" or "no", and generally chose to make very subjective responses. The information obtained from the survey was, therefore, inappropriate for meaningful empirical analysis. Nevertheless, significant insight as to the nature of the detrimental effects prevalent in the Disneyland area was gained from the results of the survey. To follow is a presentation of these results.

Traffic

The consensus of opinion of residents, businessmen, and the planning department was that, isolated from the other Anaheim recreation-entertainment enterprises, Disneyland creates very few significant traffic problems. The park was cited as contributing great volumes of traffic, but not to the point of significantly lessening the desirability of the area.

Disneyland entrance and exit traffic has not been a major hindrance to residents of the area. Those responding to the survey attribute this conclusion to the good location of the park and the widening of the nearby streets. The traffic entering and leaving Disneyland was described as having great volume, but not being congested. Disneyland's all-day operation was mentioned as easing the effect upon traffic loads placed upon streets surrounding the park, because patrons are entering and leaving the park continuously, rather than all leaving at one time.

An exception to the rule was noted in the effect of special events of Disneyland upon area traffic congestion. Special events carried on at irregularly scheduled times throughout the year were characterized as creating the only traffic delays particularly attributable to the park. The Nixon rally presented the most formidable delay of this type during

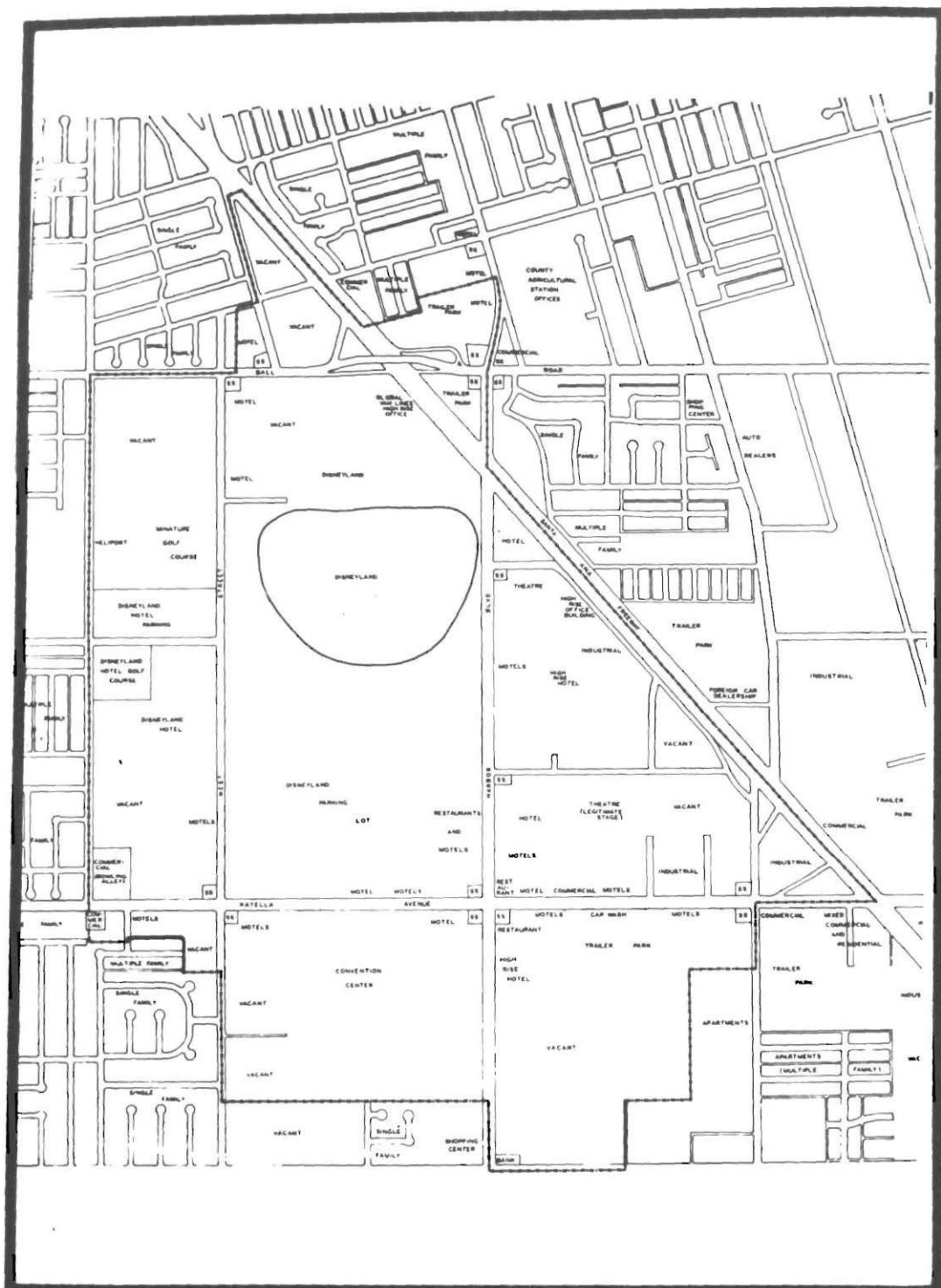


Figure 6. Disneyland Area Land Use

the year of the survey, 1969.

Entertainment attractions other than Disneyland were characterized by residents and businessmen as being poorly located. Traffic generated by these sources was considered a definite hindrance to automobile movement within the area.

The location of the Anaheim baseball stadium was criticized. The stadium is located approximately one mile from the freeway; the nearest access point is the ramp adjacent to Disneyland. The Angels' baseball team of the American League occupies the stadium, and has had in recent years one of the highest attendance averages in major league baseball. The thoroughfares connecting the stadium with the freeway were deemed incapable of coping with the large volumes of motorists traveling to the baseball games and other events at the stadium.

The Anaheim Convention Center was described as being a frequent creator of traffic congestion difficulties. The facility is located across the street from the Disneyland parking lot, and convention center traffic, when combined with normal traffic loads brought about by Disneyland, congests the nearby streets. Most prominent traffic problems attributable to the convention center were experienced on summer weekend evenings.

Melodyland is a privately-owned auditorium which received much comment. The residents declared that when Melodyland offers a major entertainment event, congestion of the streets in the Disneyland area results.

The "strip" was also singled out by area residents as creating significant traffic problems. The "strip" was defined by them as the

streets of Harbor and Katella, upon which are located the Disneyland entrance, the Convention Center, the major restaurants, and the theaters.

The planning department noted that the major entertainment attractions other than Disneyland and the "strip" are often sources of traffic congestion, and when several special events are being held at the same time, considerable traffic delays result. The officials stated that some traffic problems, for the present time, are a necessary byproduct of the tourist-recreation complex which has been created around Disneyland, and that the traffic problems encountered in Anaheim are still less severe than in many other areas of Greater Los Angeles.

The majority of residents noticed great seasonal changes in volumes placed upon Anaheim streets. The volumes were described as reaching their peaks during the summer months.

Tourist season traffic volumes were deemed to have little impact upon trips made during the morning and afternoon rush hours. However, residents felt that summer volume increases had great influence upon trips made during the off-peak hours. Trips made during the mid-morning, mid-afternoon, and during the evening were deemed much more apt to be delayed during the summer months.

During the tourist season, when the park is closing for the day (11 P.M.), a noticeable change in the volumes of traffic placed upon area streets was said to occur. However, because the park closes after most other entertainment events have been completed, the increased traffic volume is a manageable one. An increase late in the evening has the least adverse effect upon residents, who make few trips during that time of the evening.

The Convention Center traffic is congested for long periods of time during the busy summer convention season. Residents have found that to attend an event in the resort area near Disneyland, and at the same time avoid the excessive traffic delays, they must park many blocks away and walk to the desired location.

The additional traffic generated by the baseball park received much comment. Residents noted that the problem becomes especially acute when Melodvland and the baseball park are hosting special events, a frequent occurrence during the summer months.

The peak periods of activity in the Disneyland area were designated by officials as the months from May through September, the Christmas-New Year's holiday season, and the Easter season. It was noted that volumes of traffic are very high during these periods, and that congestion may often result. The planning department is presently studying the feasibility of various forms of public transportation that may alleviate traffic congestion.

Livability of Adjacent Areas

The majority of residents found appreciable detrimental factors decreasing the livability of the area.

The increased noise brought about by Disneyland was classed as an objectional factor. Sounds of the 9 P.M. fireworks, which have been known to awaken babies at the sound of the first boom, the beating of the Indian drums, the park band, the trumpeting of the elephants, the whistle of the trains, and the sounds of autos entering and leaving, plus the sounds of numerous low-flying helicopters traveling to and from the Disney-

land heliport, were deemed "really bothersome." With regard to noise, most respondents felt the commercial entertainment park to be not a very good neighbor.

Light from the fireworks display, glare from the parking lot lights, and automobile headlight glare were judged as nuisances by the area residents. However, there were some persons who, although in a distinct minority, felt the summer fireworks displays and other lights were not objectionable. Two respondents actually gained enjoyment from the display lights, one describing the scene as a "unique form of backyard entertainment," and the other saying, "at night the lights are beautiful, and I like it."

Noise from the Convention Center was more noticeable to those in some residential areas than was the noise from Disneyland itself. A convention of "rock and roll" bands was classified as being most objectionable to the residents. A person living three blocks away, long blocks as he described them, stated that he could distinguish clearly, during the convention, the particular songs being played.

The planning department submitted the view that Disneyland's nuisance effects, primarily noise and glare, decreased the livability of the area. It was also submitted that the nuisances are not so harsh as to deter most persons from maintaining a residence near the park.

Many persons moved to Anaheim for its natural and attractive setting. Today, they find the formerly open and agricultural land has been replaced by commercial enterprise. Numerous residents expressed the sentiment that Anaheim has wasted a portion of its attractiveness by not attempting to maintain some of the land near Disneyland for the purposes

of preserving a portion of the natural setting and offering needed recreational space.

The planning department, in commenting on the need for open space for public use near Disneyland, recognized the need, and stated that it is their hope that attractive public areas can be created in the near future.

Property Values

Most property values in Southern California have increased during the past few years. In discussing the issue of changing values, respondents were urged to disregard the general trend and to consider only the influence of Disneyland and related uses.

Residents felt that the values of their property have been increased by the Disneyland development. Those persons living very close to the park thought their property to be a great deal more valuable. Their belief is predicated on the fact that much of the land closest to the park and presently zoned residential, will be re-zoned for commercial land during the near future, as announced by the Anaheim planning department. No resident deemed his property to have been made significantly less valuable because of detrimental effects brought about by Disneyland and related uses.

The majority of businesses responding stated that property values are rising rapidly. It was concluded that Disneyland, with each year's increased attendance, creates a greater market for goods and services, and thereby makes nearby commercial locations more valuable. Detrimental effects were not considered significant in commercial land values.

The planning department affirmed the commercial respondents' statement concerning the status of property values. The values of commercial property near Disneyland were characterized as rising steadily. For example, the planning department noted that vacant, commercially-zoned land near the park was selling for approximately \$25,000 per acre in 1959; similar land in 1970 has been selling for \$125,000 per acre.

Adequacy of Municipal Services, Planning and Zoning

The majority of residents questioned stated that municipal services are at least adequate, if not more than adequate. The general feeling was that services are much better than those offered by surrounding communities; the reason given was that a higher level of services in Anaheim is possible because Disneyland and the related businesses contribute so much to the tax base of the city. A minority took issue with the adequacy of planning and zoning. Respondents stated that the Disneyland area should be receiving a much more sophisticated planning and zoning treatment, and that the desirability of the area will decline if more effective planning and zoning measures are not instituted.

The majority of commercial respondents, on the planning and zoning issue, stated that the type of zoning utilized has not been successful in keeping out the less-than-desirable businesses.

Residents were complimentary of the design and appearance of some stores and businesses, and very uncomplimentary of others. One respondent stated, "The commercial enterprises in the area are highly modernistic, colorful, and hubs of vibrant activity. The entire area is prosperous, inspiring, and energizing." Yet, the majority of those surveyed were

not so complimentary stating that the businesses "lack quality in design and harmony with the commercial recreation theme."

On the subject of the quality of commercial establishments, the planning department defined the problem as one of timing. Adequate zoning procedures were adopted by the City too late to be wholly effective. The zoning measures used during the first years after Disneyland's completion were less capable of maintaining a high quality of development in the surrounding area.

Disadvantages of Commercial Location Near Disneyland

The businessmen responding judged that location near Disneyland offers three disadvantages tending to decrease the desirability of the area as a commercial location. Competition with Disneyland, the type of customers frequenting the area, and a highly seasonal economy were the disadvantages noted.

Disneyland offers a wide variety of goods and services to its patrons. Inside-the-park purchases account for a high percentage of the tourist dollars spent in the area.

Undesirable customers were reported by several establishments. A characteristic response was, "Although Disneyland is based on a family atmosphere, a class of customers which we do not want is also attracted.

The seasonality of the economy was considered the most serious disadvantage. Merchants stated that they experience sell-out business from March through August, but have considerable lags in sales during the other months of the year. Winter slowdowns compel business establishments to forego enlarging their physical facilities to meet the summer

increases.

The planning department also deemed the most serious disadvantage of the area as a commercial location to be the seasonality of the economy. In order to offset the seasonal lags, city government has tried to make the area attractive as a convention location throughout the year. The Convention Center was built with this objective in mind.

CHAPTER IV
REGULATORY TECHNIQUES FOR
MINIMIZING DETRIMENTAL EFFECTS

The beneficial effect of the existing commercial entertainment parks comes primarily in the form of increased business volume, profits, jobs, and tax revenues. However, the parks and related uses, as illustrated by the Disneyland case study presented in Chapter III are not without detrimental effects.

Chapter IV, based upon the results of the case study, will consider the techniques which may be used to minimize the detrimental effects of commercial entertainment park development. The techniques form a methodology for use by decision-makers anticipating the location of a commercial entertainment park in their community.

A Basis for Special Treatment of the
Commercial Entertainment Park

The local planning authority has broad limits within which to frame land use regulations. Courts, in light of the expanding police power, have shown tendency to uphold new regulatory techniques. However, the courts will not accommodate an unreasonable or discriminatory use of the police power. Whether the commercial entertainment park may be singled out for special treatment depends upon the soundness of the rationale used by local government to justify special treatment (41). The very nature of the activity associated with the commercial

entertainment park suggests some reasons for treating the use specially:

(1) The commercial entertainment park generates activity creating great amounts of noise and glare, and having a much pronounced impact upon the livability of adjacent areas.

(2) The nature and intensity of the traffic generated by the commercial entertainment park distinguishes it from other types of automobile trade oriented businesses.

(3) Aesthetics is a matter of special concern with regard to the commercial entertainment park. Forms of advertising, architecture, and color schemes, if not regulated, can create a general appearance decreasing the livability of the area.

(4) The abandoned commercial entertainment park, because of its specialized site design and function, may be very limited in its potential for subsequent redevelopment.

Location

A primary source of problems resulting from the commercial entertainment park's development is the improper location of the facility. Many detrimental effects may be minimized through proper location planning. A form of regulation of commercial entertainment park location coordinated with long-range community planning is the desired goal. Piecemeal regulation should be avoided.

Taken in the context of this thesis, the preparatory task is to

decide upon a form of location regulation that best treats the detrimental effects of the commercial entertainment park. Ideally, the decision should be made in conjunction with other long range planning decisions, thereby relating regulation to comprehensive planning (42).

Location regulation should relate to the needs of the developer as well as to the needs of the community. Because of the high cost of urban land and because of the great amounts of land required, the developer generally seeks a location in more sparsely developed suburban areas—but the site must be easily accessible to a large metropolitan market. The developer desires a site undivided by streets and highways, large enough to construct the park upon. Present zoning, the reasonableness of the cost of the land, availability of utilities, and suitability of the topography are all subjects of concern for the developer. The community mainly wishes to minimize the detrimental effects of commercial entertainment park activity. Relationships to nearby residential and commercial uses, the capacities of area streets and highways, and general compatibility with land use are the subjects of public interest (43).

Local government and the commercial entertainment park developer must find a common basis for location planning. The needs of both the community and private enterprise may be satisfied by a suburban location, somewhat removed from concentrated residential and commercial uses, but connected to the urban center by an efficient highway system of adequate capacity. This suggests that the goals of community and developer are much more comparable than they are conflicting with regard to the basic requirements for commercial entertainment park location. However, economic realities may compel the park developer to make compromises in

site selection that may be adverse to the public interest. Local government must protect the public interest through regulatory controls.

By what means may local government encourage development of the commercial entertainment park while furthering the public interest in keeping detrimental effects to a minimum? There is no definite answer to the question, although regulatory controls are available through which at least a partial solution may be reached. Two applicable regulatory methods are apparent: the conditional use permit, and the planned commercial entertainment park district.

Conditional Use Permit

The conditional use permit offers one potential choice. Control of location may be accomplished by conditioning approval of the commercial entertainment park's development upon meeting certain criteria. The City of Anaheim, California, used this method to control the development of Disneyland. The area in which the park was to be located was included in a transition zone called a residential-agricultural district. By approaching the problem this way, the planning commission was able to review the development as an application for a conditional use permit (44). The scope of review was very thorough, including control of the quality and compatibility of the architecture.

The disadvantage of the conditional use permit is that in many jurisdictions the legality of the method is in doubt. A local government considering utilization of the conditional use permit method should survey the applicable statutes and case law for local judicial reaction to the conditional use permits.

Planned Commercial Entertainment Park District

The second and most advantageous approach to regulation is the planned commercial entertainment park district. In this method, the regulations for the district are clearly outlined in the zoning ordinance for prospective developers and other interested parties; but the district is not mapped until governmental action has been taken. An unmapped, or floating zone, is a legally sanctioned method of regulation for districts not basic to the comprehensive plan. The advantages of the technique to decision-makers are: (1) each proposed location may be assessed with emphasis upon compatibility with the land use pattern, the capacities and adaptability of existing major thoroughfares, and the effect upon livability of adjacent areas; and (2) the size of the district, because of its unmapped nature, may be adjusted to conform to the scope of the commercial entertainment park to be developed.

The planned commercial entertainment park district may be utilized provided it satisfies the comprehensive planning requirement made upon zoning by the courts and by state enabling legislation. That is, the principal residential, commercial, and industrial areas, together with major open spaces and the basic transportation network must be mapped; however, land use districts less basic to the overall pattern, a commercial entertainment park district for example, may be unmapped. As stated in Norman Williams' The Structure of Urban Zoning, the necessary requisite is as follows:

The comprehensive plan requirement is satisfied by the adoption of major development policies for the community to be carried out through zoning. Such policies may be of two types:

A. Major development policies which do not appear in the text of the zoning ordinance.

B. Policies incorporated directly into the zoning law. (45)

The major location policies not appearing in the zoning ordinance are derived from the goal of minimizing the detrimental effects of commercial entertainment park development. The primary policies are:

- (1) protection against the common-law nuisances—noise and glare;
- (2) protection against traffic congestion; and (3) protection against ugliness (aesthetic nuisances) (46).

The major location policy incorporated directly into the zoning law may take the form of a rational statement of purpose for the planned commercial entertainment park district, clearly stating why the district is necessary. The statement should present the policy of local government in capsule form.

Example: The purpose of the planned commercial entertainment park district is to provide for the establishment of commercial entertainment park facilities which shall provide tourist-recreation entertainment for a region, shall bear close relation to the land use pattern of the area to be served, shall minimize traffic congestion, and shall minimize the nuisance effects of noise and glare.

Traffic

Protection against heavy traffic volumes and traffic congestion require local government to place special restrictions upon the commercial entertainment park. These restrictions are necessary because substantially more traffic and traffic of a different kind is produced by the commercial entertainment park as compared to typical land uses.

It can be anticipated that changes will occur in the area due to

the increase in volume and the nature of vehicular traffic. A traffic study should be conducted to determine what dedications and improvements will be necessary to prevent congestion and the other hazards related to intensified traffic volumes (47). Commitments for street, highway, and other improvements required by the traffic study should be obtained from the appropriate agencies before the commercial entertainment park is approved for use and occupancy.

The zoning ordinance should not contain specific provisions concerning traffic. The ordinance requirements should be kept general and should refer to the officially-suggested traffic study for the actual improvements to be required of the developer. An example of the general provisions that should appear in the zoning ordinance is as follows:

Anticipating that changes will occur in the area due to the increase in vehicular traffic, the following dedications and improvements are deemed necessary to prevent congestion and the other hazards related to the intensified use of the land, and to be necessary for the preservation of public safety and the general welfare: These requirements shall be met or complied with before any complex or building shall be given final approval and accepted for use and occupancy.

- A. All street, highway, and alley improvements required of the developer shall have been installed and in good repair. A faithful performance bond in a form approved by the City Attorney may be posted to assure the construction of the streets which may include, but not necessarily be limited to, excavation, curbs, gutters, sidewalks, pavement, drainage facilities, or any other engineering requirement set by the City Council.
- B. All required arterial streets and highways, local streets, and alleys, which abut the subject property, shall be dedicated to the full width designated by the traffic study.
- C. Review of traffic improvement plans shall be accomplished by the City Planning Department. Appeal

from the decision of the City Planning Department. The appeal shall be in writing to the City Planning Commission, and the Commission will hear it at its next regularly scheduled meeting. Appeal from the decision of the City Planning Commission shall be made to the City Council. The appeal shall be in written form, stating the reasons for the appeal. The Commission's decision, upon motion of the City Council, may then be reviewed. (48)

Each commercial entertainment park is a unique development making special demands upon the community's circulation system. A general framework of regulations plus specific requirements made upon the developer by the traffic study, offers local government the versatility needed to minimize commercial entertainment park traffic congestion.

Nuisances

The term nuisance as used in this section specifically refers to the common-law nuisances of noise and glare. Nuisance factors should play an important part in land-use regulation of the commercial entertainment park, because of the extensive night-time operation. Noise and glare during the evening may produce serious nuisances to nearby areas.

An effective method of mitigating the detrimental effects of noise and glare is to provide for screening buffers in the zoning ordinance. The buffers may consist of general landscaping, walls, fences, or open space.

Example: The commercial entertainment park shall be permanently screened from adjoining land use districts. Screening may consist of lawn, trees, shrubs, walls, fences, or a combination of these. All screening areas shall be maintained in a neat and orderly manner as a condition of use and shall be a minimum of 50 feet in depth along street frontages. The location of all screening areas shall be shown on a plot plan and shall be subject to review by the City Planning Department.
(49)

As a supplementary technique to the buffer, specific regulations concerning lighting and noise prove most beneficial. For example, the Anaheim Zoning Ordinance provides for commercial entertainment park lighting as follows:

External Lighting. Parking areas shall be lighted by down-light type light standards. All external lighting shall be directed into or on the site and away from the property lines (50).

An example of a similar provision concerning noise regulation is as follows:

Noise. Noise shall be muffled so as not to become objectionable due to intermittence, beat frequency, or shrillness, and the decibel level measured at property lines shall not exceed street background noise normally occurring at the location of the site (51).

Regulation of Related Uses

The land uses which tend to locate in the area surrounding the commercial entertainment park present a special regulatory problem. The Disneyland case study demonstrated that these uses may produce serious detrimental effects. A special tourist-recreation district offers an alternative to typical zoning regulation of these related uses.

Recently, the City of Anaheim, California has adopted an amendment to its zoning ordinance creating a special district for control of the related uses seeking to locate near Disneyland. The purpose of the district, called a commercial recreation zone, is stated in the ordinance as follows:

DESCRIPTION AND PURPOSE.

The zone is intended to provide for and encourage the development of retail businesses directly related to

the business of entertaining, housing, or supplying services to the tourist, as well as to provide for certain multi-story headquarters type business and professional office buildings (52).

Planning officials deem the recently adopted commercial recreation zone to be an effective means for minimizing the detrimental effects of land uses surrounding the commercial entertainment park.

Traditional zoning structure involves a continuous progression from the more restrictive to the less restrictive use districts, each successive district including all the previously-permitted uses, and adding some more (53). The tourist-recreation district theme is based upon the premise that some uses normally appropriate for a commercial district should be excluded from the area surrounding the park. A tourist-recreation district is somewhat mutually exclusive. The group of uses permitted are those bearing true compatibility to the commercial entertainment park. The provisions in the Anaheim ordinance concerning permitted uses are as follows:

PERMITTED USES.

Subject to the provisions of this zone, the following uses either singly or in combination are permitted in this zone. All uses except service stations, and as otherwise noted herein shall be conducted wholly within a building. Uses shall not be objectionable by reason of noise, odor, dust, smoke, vibrations, or other similar causes:

A. Primary Uses.

1. Hotels
2. Motels
3. Enclosed restaurants
4. Skating rinks
5. Bowling alleys
6. Art galleries
7. Service stations limited to intersections of arterial highways

8. No structure designed or intended for residential use may be used for commercial purposes within this zone.

B. Accessory Uses. The following accessory uses may be conducted where clearly incidental to and integrated within a primary use complex:

1. Banks
2. Drug stores
3. Floral shops
4. Souvenir shops
5. Photo supply shops
6. Clothing shops
7. Day nurseries
8. Barber shops
9. Beauty shops
10. Ticket agencies
11. Travel agencies
12. On-sale of alcoholic beverages limited to enclosed restaurant
13. Off-sale of liquor
14. Candy stores
15. Jewelry stores
16. Custom print shops
17. Concession stands or shops
18. Auto rental agencies
19. Radio and television studios
20. Dog kennels

C. Conditional Uses. The following uses may be permitted by conditional use permit subject to the Site Development standards of this zone . . .

1. Theatres, excepting drive-in
2. Exhibition halls or auditoriums including museums
3. Heliports and transportation terminals
4. High-rise business and professional office buildings, provided that:
 - (a) the site has frontage on a freeway or arterial street or highway
 - (b) the building will be a minimum of three (3) stories in height
5. Semi-enclosed restaurants
6. On-sale of alcoholic beverages in:
 - (a) hotels
 - (b) motels
 - (c) skating rinks
 - (d) bowling alleys
 - (e) semi-enclosed restaurants

7. Car wash
8. Golf course
9. Miniature golf course
10. Driving range (54)

The tourist-recreation district, or the commercial recreation zone as it is called in the Anaheim ordinance, offers the degree of control needed to minimize detrimental effects. The control is accomplished either by the requirement of a use permit so that specifically tailored conditions can be imposed, or by formulating and requiring compliance with standard specifications for development and use which apply throughout the district. Both techniques may be used to give the zoning authority control over such aspects as: (1) size of the site and location of structures; (2) location and size of signs; (3) hours of operation; (4) lighting; (5) noise; (6) ingress and egress; (7) fencing and landscaping; and (8) prohibition of uses not properly a part of the district (55).

Regulations must contain adequate standards to provide a yardstick against which the proposal can be measured, particularly in the case of the use permit. This prevents an arbitrary grant or refusal of a request. The legal requirements of the jurisdiction in which the community is located may be determinative of which technique is used and the degree of particularity required in draftsmanship. The legal conditions having been met, the regulations can be used to correct some of the obvious problems of design and operation prevalent among the uses related to a commercial entertainment park (56).

A principal reason for the concern of Disney area residents with the uses surrounding the commercial entertainment park was the apparent lack of aesthetic consciousness in the planning for the area. What is the

role of aesthetics in the regulation of commercial entertainment park development?

The traditional rule is that aesthetics alone is not a sufficient basis for exercising the zoning power. However, with increasing frequency, the courts are finding that either there is a valid police power basis to support the aesthetic regulation, or that the police power extends to the protection of property values and that aesthetic control is valid if it tends to preserve property values. Some courts have dropped all pretense of connecting aesthetics with traditional health and safety considerations and have sanctioned land use restrictions solely upon the basis that sight is entitled to as much recognition as the other senses (57).

Based upon recent judicial trends, it can be expected that aesthetic considerations in drafting regulations for a tourist-recreation district will receive the sanction of the courts. Zoning against billboards, neon signs, and other structures which are offensive may be particularly useful forms of regulation for the area surrounding the commercial entertainment park (58). The Anaheim commercial recreation zone includes special emphasis upon sign regulation, including requirements as to aggregate area of signs permitted, the number of free-standing signs, height, and location.

A Land Use Buffer

In order to separate nearby residential properties from the detrimental effects of the commercial entertainment park area, the technique of the land use buffer may be utilized. Zoning regulations have been used successfully in accomplishing separation of residential districts from high

intensity residential, commercial, and industrial land use zones. These regulations may be adapted for the commercial entertainment park situation.

One type of zoning regulation that may be used is transition zoning. The sudden break between the boundaries of the tourist-recreation district and nearby residential districts may be moderated and detrimental effects may be minimized through the use of this method. Transition regulations normally apply only within that part of a district which is located within a stated distance from another type of district, that is, within a strip along one or both sides of the boundary (59).

Transition regulations may be of two types. Stricter regulations may be adopted within that part of the less restrictive district near the boundary, in order to provide more protection for the adjacent more restrictive residential district. Or, less regulations may be applied within a similar strip within the more restrictive district. The first type is the more advantageous. High intensity commercial uses may be pushed back away from the residential boundary deeper into the tourist-recreation district (60).

A second method in providing a land use buffer is to establish special districts of intermediate intensity between the tourist-recreation district and the residential zones. Apartment, office, and institutional districts are generally used for this purpose.

CHAPTER V

CONCLUSIONS

The preceding chapter has presented planning techniques for use by local government in minimizing the detrimental effects of commercial entertainment parks and their related areas.

As a basis for special regulatory treatment of the commercial entertainment park, the nature of the activity associated with the park suggests a sound rationale of distinction. First, the park generates great amounts of noise and light, having significant impact upon the desirability of nearby residential areas. Second, the nature and intensity of traffic generated by the park distinguishes it from typical automobile-oriented establishments. Third, aesthetics is of special concern with regard to an amusement facility like a commercial entertainment park. Fourth, if the commercial entertainment park were to fail, the very specialized site design would limit the potential for subsequent redevelopment.

The primary technique for minimizing the detrimental effects of the commercial entertainment park is proper location of the facility. Location regulations related to the needs of the developer as well as to the needs of the community are necessary. The planned commercial entertainment park district method of regulating location offers two basic advantages. First, each proposed location may be assessed with emphasis upon compatibility with the land use pattern, the capacities and adaptability of existing major thoroughfares, and the effect upon livability of

adjacent areas. Second, the size of the district, because it is unmapped, may be adjusted to conform to the scope of the commercial entertainment park to be developed.

Because of the development of the commercial entertainment park, changes in the volume and nature of area traffic will occur. Local government should conduct a traffic study in order to determine the dedications and improvements necessary to prevent congestion and the other hazards related to intensified traffic. The zoning ordinance should include general requirements concerning dedications and improvements, and should refer to the officially suggested traffic study for the actual improvements to be required of the developer.

The common-law nuisances of noise and glare play an important role in land use regulation of the commercial entertainment park. The zoning ordinance should require screening buffers, and should specifically regulate light and noise emanating from the park.

The uses locating in the area surrounding the commercial entertainment park should receive special regulatory treatment. They are the source of many serious detrimental effects upon nearby residential areas. A special tourist-recreation district, similar to the commercial recreation zone adopted by the City of Anaheim, offers an alternative to typical zoning treatment of these related areas.

A land use buffer offers a further technique for treating the detrimental effects of the commercial entertainment park area. Transitional zoning regulations plus the establishment of intermediate intensity districts may be used to create the buffer.

As a response to the American citizen's changing taste in outdoor

amusement, the commercial entertainment park has been created. The volume of business generated from outside the area, the extended stays of visitors, the multi-regional nature of the drawing power, the type and amount of development generated off the site, plus the need for more encompassing transportation systems and the need for nearby overnight facilities, place a commercial entertainment park on a significantly different plane from a traditional amusement park.

The impact of the commercial entertainment park upon the host community is partially beneficial and partially detrimental. Increased business volumes, profits, jobs, and tax revenues represent the beneficial influences. Traffic congestion, noise, and glare are the most formidable of the detrimental effects.

Regulatory techniques are available by means of which the detrimental aspects of commercial entertainment park development may be minimized. Proper location of the facility, traffic restrictions, screening buffers, noise and light regulations, control of related land uses, and the land use buffer are the suggested techniques to be used by local government in special treatment of the commercial entertainment park.

Remaining responsive to changing conditions is an ultimate, material objective of planning. Approaches must be found to treat properly the new problems resulting from today's rapidly changing demands for land resources. The commercial entertainment park is a new challenge to planning, and the approach outlined in this thesis offers the basic regulatory theme by which the incumbent problems may be attacked.

APPENDIX

Dear Disneyland Area Resident:

At the present time I am engaged in the preparation of a master's thesis in city planning at the Georgia Institute of Technology in Atlanta. The subject matter of the thesis concerns, partially, the effect of commercial entertainment parks like the Disneyland attraction upon nearby areas.

You, and your knowledge of the desirability of living near, or locating your business near Disneyland, can be of invaluable help in the preparation of the thesis, and, at the same time, can contribute to the improved quality of city planning for areas impacted by a facility like Disneyland.

Your time and consideration in answering the several questions listed below will be extremely appreciated. A postage paid return envelope is provided for your reply. Please try to comment if you can spare the time, because, without your comments, the thesis cannot be written—of course, no respondent's name will be cited in the publication.

Sincerely,

James Douglas Parks

(The Form Letter Used for Solicitation of Information)

Does the traffic generated by Disneyland create undesirable congestion of the streets and major thoroughfares in your neighborhood? Do you notice any particular seasonal differences in the traffic loads placed on neighborhood streets and highways?

Do you find it more desirable to live near Disneyland, and the related amusement facilities, than to live in some other area of Greater Los Angeles, for example? Or, do you find the livability of the area decreased by the increased traffic congestion, noise, glare, or possible less-than-desirable commercial enterprises in the area? glare from auto headlights and parking lot illumination?

Do you think that your property is more valuable because it is located near Disneyland? Has there been pressure upon the fringe areas of the neighborhood to move toward commercial use? Are your services, those provided by city government, adequate at the present time?

Do you plan to remain at your present location?

(The Residential Survey Form)

What particular advantages does location near Disneyland offer?

What are the disadvantages of your location? Does Disneyland create undesirable congestion of the streets and major thoroughfares in your area?

Do you find the area to be less commercially desirable because of seasonal peaks in Disneyland attendance? Approximately how many Disneyland patrons does your business serve each year? When is the peak period? When is the slack season?

Do you find the area to be less desirable because of incompatible commercial enterprises located nearby?

Do you find the commercial recreation type zoning now utilized in your area to be adequate in maintaining the character of the prevailing amusement-oriented businesses, and support enterprises?

What is the status of property values in your area at the present time? Are they rising or falling?

(Survey Form for Commercial Establishments)

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